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UNCLAS SECTION 1 OF 2 NASSAU 1602

DEPARTMENT PASS OSD, ISA AND CNO

E. O. 11652: N/A
TAGS: AFSP BF
SUBJ: FUNDING AND ADMINISTRATIVE SUPPORT FOR NAVAL LIAISON OFFICER POSITION

REF: 4 FAM, APPENDIX B

1. SUMMARY: EMBASSY REVIEW AND REVISION OF IN-HOUSE MANAGEMENT PROCEDURES HAVE LED, AS WAS INEVITABLE, TO A REVIEW OF THE ADMINISTRATIVE ARRANGEMENTS COVERING THE NAVAL LIAISON OFFICER RESIDENT ON THE EMBASSY STAFF. WE BELIEVE THE ARRANGEMENTS NOW IN FORCE ARE INAPPROPRIATE AND SHOULD BE REVISED. WE RECOMMEND AN SAS AGREEMENT FOR THE NAVAL LIAISON OFFICER AND OTHER AGENCIES SERVED BY THE EMBASSY AS THE BEST LONG-TERM SOLUTION TO THIS PROBLEM. END SUMMARY.

2. NLO POSITION: AS BEST WE ARE ABLE TO RECONSTRUCT THE HISTORY OF THE NAVAL LIAISON OFFICER POSITION, IT WAS ESTABLISHED SEVERAL YEARS AGO IN THE CONTTEXT OF THE CONSTRUCTION OF THE AUTEC FACILITY. WHEN CONSTRUCTION WAS COMPLETED, THE ARGUMENT WAS MADE (BY WHOM AND TO WHOM WE DO NOT KNOW) THAT THE POSITION SHOULD BE MAINTAINED. THE PRESENT INCUMBENT IS A NAVY OFFICER WHOSE ORDERS SHOW HIM TO BE A PARTICIPANT IN CNO'S PERSONNEL EXCHANGE PROGRAM (PEP), AND WHOSE ADMINISTRATIVE COSTS ARE FUNDED BY THE NAVAL UNDERWATER SYSTEMS COMMAND (NUSC), THE PARENT ORGANIZATION OF AUTEC.
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3. PRESENT ADMINISTRATIVE ARRANGEMENTS: AS LEGEND WOULD HAVE IT, POST SUPPORT FOR THE NLO POSITION IS REIMBURSED BY THE NLO, WHO, DRAWING ON FUNDS MADE AVAILABLE TO HIM BY NUSC, COVERS COSTS OF CERTAIN POST CONTROLLABLE EXPENSES. THE CASUAL ESTIMATES OF THE AMOUNT REIMBURSED TO THE EMBASSY, WHICH ARE A PART OF THE LEGEND OF THIS ARRANGEMENT, RANGE AS HIGH AS DOLS 25,000 PER YEAR. AN ANALYSIS OF FY-73 REIMBURSEMENTS INDICATES THAT, IN FACT, THE ACTUAL YEARLY OFFSET TO NORMALLY POST CHARGEABLE EXPENDITURES IS NEARER DOLS 11,000 (OF WHICH, IN FY-73, APPROXIMATELY DOLS 4,500 WAS FOR CHARTERED AIRCRAFT FOR NLO TRAVEL IN WHICH CONGEN OFFICERS WERE PIGGYBACK PASSENGERS, AND DOLS 5,900 FOR INSTALLATION AND REPAIR OF EMERGENCY DIESELS).

4. QUITE ASIDE FROM OUR CONCLUSION THAT THE AMOUNT ACTUALLY CONTRIBUTED IS NOT SUFFICIENT, WE FIND THE ARRANGEMENT MORE APPROPRIATE FOR A COUNTRY GROCERY STORE THAN FOR AN AMERICAN MISSION AND HAVE BEEN REVIEWING THE OPTIONS WE HAVE TO CHANGE THE ARRANGEMENT.

5. OPTION I: CONTINUATION OF THE PRESENT SYSTEM WITH A FIXED MINIMUM CONTRIBUTION. THE NLO HAS INFORMED US THAT HE HAS NO OBJECTIONS TO CONTINUING WITH THE PRESENT FINANCIAL ARRANGEMENT PROVIDED THE EMBASSY IS SATISFIED WITH IT. NLO, HOWEVER, DOES NOT CONSIDER THE PRESENT ARRANGEMENT MOST DESIRABLE FOR ONE-MAN NLO POST. THE AMOUNT OF TIME REQUIRED FOR SELF-ADMINISTRATION UNDER THIS ARRANGEMENT IS CONSIDERED EXCESSIVE AND DISTRACTS FROM THE MORE SUBSTANTIVE WORK TO BE DONE. IN THE EMBASSY'S VIEW, THE PRESENT SITUATION IMPOSES UPON THE NLO THE ADMINISTRATIVE PROBLEMS OF CONTROLLING THE FURNITURE, OFFICE MACHINES AND RADIO EQUIPMENT, WHICH ARE ON NAVY NOT EMBASSY ROLLS; IT PLACES HIM IN THE POSITION OF BEING EITHER THE EMBASSY'S BENEFACTOR OF "BAD GUY" DEPENDING ON HIS AND HIS PARENT COMMAND'S GENEROSITY; IT INVITES ACCUSATIONS OF IMPROPER CONDUCT ON HIS PART FOR EXPENDITURES OF US NAVY FUNDS TO SUPPORT OTHER AGENCY ACTIVITIES.

6. PRESENT SYSTEM, EVEN IF REVISED TO FIX A MINIMUM CONTRIBUTION, ALSO POSES PROBLEMS FOR THE EMBASSY. WHATEVER THE VALUE OF THE ARRANGEMENT IN THE PAST THE MOVE TO A NEW CHAN-
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CERY WITH NEW FURNISHINGS CREATES THE VERY SIMPLE PROBLEM OF WHERE TO SPEND NLO FUNDS. TIGHT FUNDING THIS FISCAL YEAR SO FAR HAS PRECLUDED THE PURCHASE OF PERHAPS DOLS 3,000 OF NEEDED OFFICE EQUIPMENT AND MACHINERY. PURCHASING THESE ITEMS WITH NLO FUNDS WOULD EXHAUST OUR REQUIREMENTS IN THIS AREA. THE QUESTION OF FUNDING EMBASSY TRAVEL IS ONE OF CONSIDERABLE CONCERN. IT WOULD APPEAR TO US THAT EMBASSY BUDGETS HAVE NEGLECTED OFFICIAL TRAVEL ON THE ASSUMPTION THAT THE NLO

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WOULD CHARTER AIRCRAFT FOR OFFICIAL TRAVEL WHENEVER ASKED TO DO SO. WE FORESEE THE NEED IN THIS ISLAND NATION FOR A RATHER LARGE AMOUNT OF OFFICIAL TRAVEL WHICH DOES NOT HAVE A MILITARY PURPOSE AND FOR WHICH WE FRANKLY DO NOT CARE TO SEEK THE NLO'S PERMISSION TO UNDERTAKE. WE FIND IT INAPPROPRIATE TO HAVE OUR TRAVEL NEEDS DETERMINED NOT BY THE DEPARTMENT'S BUDGET PROCESS AND OUR JUSTIFICATION BUT RATHER BY THE NAVAL UNDERWATER SYSTEMS COMMAND.

7. OPTION II. DIRECT NUSC-TO-EMBASSY FUNDING. THE NLO WOULD BE AMENABLE TO AN ARRANGEMENT WHICH TOOK HIM OUT OF THE RE-IMBURSEMENT CHAIN AND ESTABLISHED A NEW ONE DIRECTLY BETWEEN NUSC AND THE EMBASSY. THE EMBASSY'S PROBLEMS WITH THIS ARE THE SAME AS THOSE WE HAVE WITH THE PRESENT SYSTEM; I.E., THIS WOULD NOT GIVE US THE KIND OF FISCAL SUPPORT THA WE NEED OVER THE LONGER TERM.
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8. OPTION III: REIMBURSEMENT UNDER SAS. PERHAPS THE MAJOR FAILING OF THE TWO OPTIONS ABOVE IS THAT UNDER THE TABLE RE-IMBURSEMENTS LEAD TO A FALSE PICTURE OF THE ACTUAL COST OF MAINTAINING AN EMBASSY IN NASSAU, WHICH WE BELIEVE IS INCON-SISTENT WITH SOUND MANAGEMENT PRACTICE, NOT TO MENTION THE HINT OF SOMETHING SLIGHTLY ILLEGAL.

9. WE ARE GOING TO HAVE TO ADDRESS THE PROBLEM OF SAS AGREE-MENTS IN ANY EVENT IF, WITH THE SIGNING OF THE US-GCOB PRE-

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CLEARANCE AGREEMENT IN THE NEAR FUTURE, THE EMBASSY WILL BE ASSUMING SOME LIMITED SUPPORT RESPONSIBILITIES FOR APPROXIMATELY 12 PRECLEARANCE DETAIL PERSONNEL FROM INS, CUSTOMS AND AGRICULTUR. (UNDER THE AGREEMENT, PRECLEARANCE PERSONNEL ARE ACCORDED STATUS OF EMBASSY ADMINISTRATIVE AND TECHNICAL PERSONNEL FOR PURPOSE OF PRIVILEGES AND IMMUNITIES.) LIMITED SUPPORT HAS ALREADY BEGUN. THE EMBASSY BUDGET AND FISCAL ASSISTANT IS PRESENTLY PREPARING ALLOWANCE APPLICATIONS FOR PRECLEARANCE PERSONNEL NOW IN NASSAU DUE TO THE LACK OF OTHER ASSISTANCE AVAILABLE TO THESE PERSONNEL. THE EMBASSY HANDLES DUTY-FREE ENTRY OF PRECLEARANCE HHE AND POV'S BY SIMILAR ADMINISTRATIVE DEFAULT. THE AID LIVESTOCK PROJECT ON ANDROS ISLAND ALSO GENERATES LIMITED SUPPORT REQUIREMENTS, CONSISTING LARGELY OF HOUSING, COST OF LIVING, AND HARDSHIP ALLOWANCE APPLICATIONS REVIEW, SOME COORDINATION AT THE PORT, AND LARGE PORTIONS OF FREE ADVICE BY THE EMBASSY'S ADMINISTRATIVE OFFICER. FINALLY, AS WE BELIEVE THE DEPARTMENT IS UNCLASSIFIED

AWARE, USIS IS COVERING NASSAU UNDER A REGIONAL PROGRAM ADMINISTERED FROM KINGSTON, WHICH REQUIRES US TO DEVOTE STATE PERSONNEL AND STATE RESOURCES FOR THE CONDUCT OF LOCAL USIS PROJECTS AND FOR WHICH REIMBURSEMENT UNDER WORKLOAD FACTORS (SEE REF) E, O, P, R, S, AND T MIGHT BE JUSTIFIABLE.

10. BECAUSE WE ANTICIPATE THAT WE WILL SHORTLY HAVE TO RESOLVE THE PROBLEM OF HOW TO OBTAIN PROPER REIMBURSEMENT FROM OTHER AGENCIES NOW ACTIVE IN THE BAHAMAS, WE THINK IT BEST TO INCLUDE THE NLO POSITION IN AN SAS ARRANGEMENT. CERTAINLY IF WE ARE TO ATTEMPT TO ARRIVE AT DIFFERENT ARRANGEMENTS FOR DIFFERENT AGENCIES WE WOULD CREATE SOME VERY DIFFICULT PROBLEMS NOT ONLY FOR THE EMBASSY BUT ALSO FOR THE DEPARTMENT. WE THINK THAT TREATING EVERYONE ALIKE IS THE MOST DURABLE AND FINANCIALLY THE MOST WISE SOLUTION ALTHOUGH WE HAVE NO ILLUSIONS THAT INSTITUTING AN SAS ARRANGEMENT WILL SOLVE ALL OF OUR ADMINISTRATIVE PROBLEMS OR BECOME THE GOOSE WITH THE GOLDEN EGGS WE FEEL SO BADLY IN NEED OF.

11. ACTION REQUESTED: WE WOULD APPRECIATE THE DEPARTMENT'S REVIEW OF THIS SITUATION NOT ONLY FROM THE STANDPOINT OF PREFERRED DEPARTMENT PRACTICE BUT ALSO, IN COOPERATION WITH CNO AND SECDEF, WITH A VIEW TO OBTAINING A READING OF THEIR PREFERENCES AS TO HOW THIS SITUATION IS HANDLED. THE NLO POSITION CLEARLY SERVES A BROAD SPECTRUM OF US INTERESTS. WE BELIEVE THAT THEY CAN BEST BE REPRESENTED BY A NAVY OFFICER WHO SHOULD CONTINUE, AS AT PRESENT, AS FULLY INTEGRATED MEMBER OF EMBASSY STAFF. WE ALSO REQUEST THE DEPRTMENT'S VIEWS ON THE OVERALL QUESTION OF ADMINISTRATIVE SUPPORT FOR OTHER AGENCIES AT THE POST. WE REALIZE THAT PROCEEDING IN THIS DIRECTION HAS PERSONNEL IMPLICATIONS FOR STATE FSL POSITIONS,

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BUT WE SEE NO ALTERNATIVE. THE PEOPLE ARE HERE AND WE ARE SUPPORTING THEM. IF THE DEPARTMENT BELIEVES IT IS TOO EARLY TO ADDRESS THE QUESTION OF AN SAS AGREEMENT INVOLVING AID, INS, CUSTOMS AND AGRICULTURE, WE WOULD APPRECIATE AT LEAST THE DEPARTMENT'S VIEWS ON THE NLO PROBLEM. WE BELIEVE IT IS ONE WE CANNOT SOLVE HERE WITH THE AUTHORITIES AVAILABLE TO US AND THE NLO, AND WOULD APPRECIATE A STATE RECOMMENDATION IN WHICH DOD CONCURS AND FOR WHICH DOD IS PREPARED TO PAY THE TAB.
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